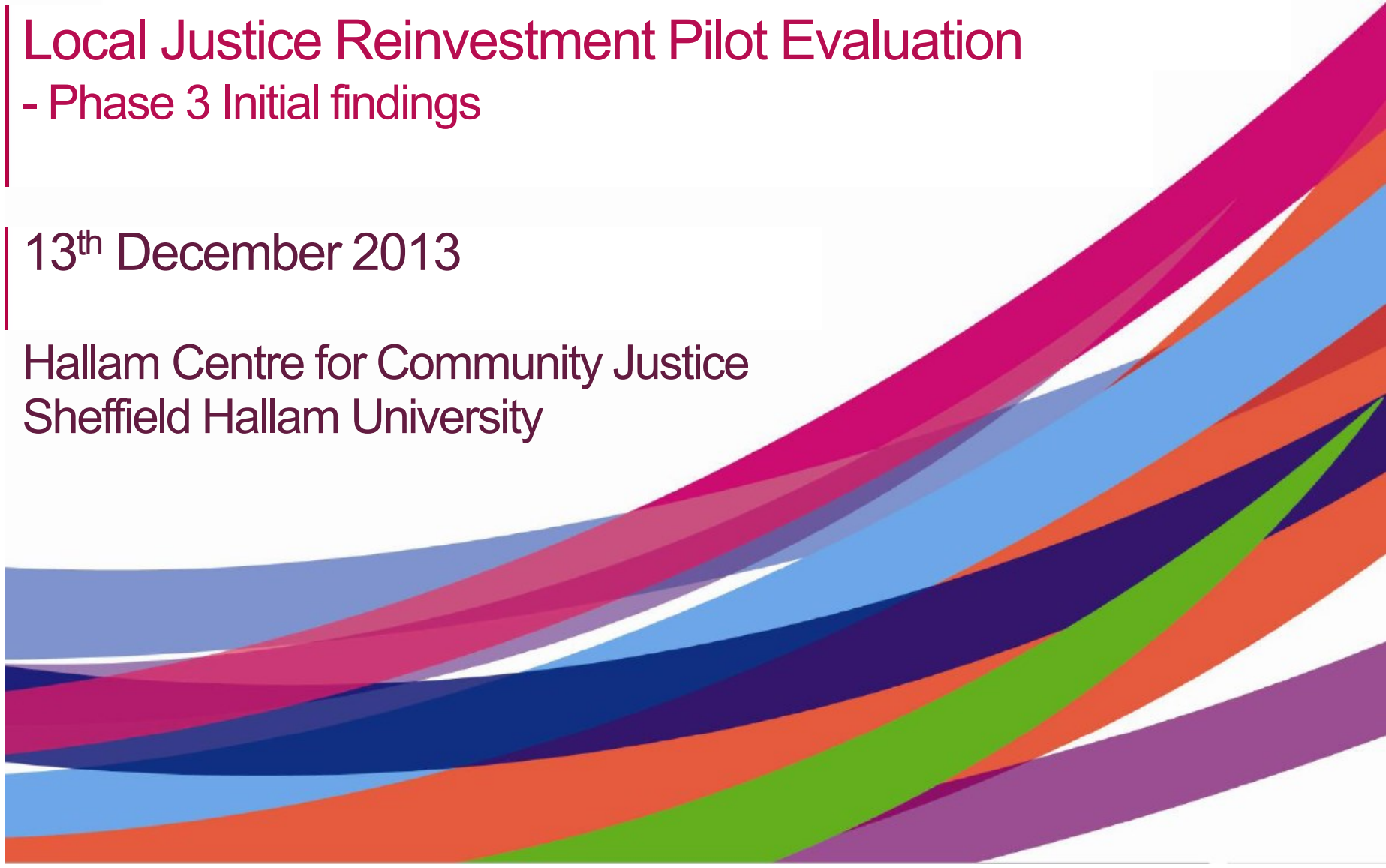


Local Justice Reinvestment Pilot Evaluation

- Phase 3 Initial findings

13th December 2013

Hallam Centre for Community Justice
Sheffield Hallam University



| Background

- **6 sites:** Greater Manchester (10 local authorities); Croydon; Hackney; Lambeth, Lewisham, Southwark
- **Duration:**
 - *Year 1* - July 11 to June 12
 - *Year 2* - July 12 to June 13
- **Outcome measure:**
 - Adult demand - reduce by more than 5%
 - Youth demand - reduce by more than 10% (not tested in Hackney)

Testing the “...*premise that there are significant potential reductions in crime and offending to be made by partners working more effectively together at the local level.*”

| Outcome metrics

- **Adult demand:**

- Number of under 12 month custodial convictions
- Number of custody months for under 12 month custodial convictions
- Number of community orders and suspended sentence orders
- Number of probation requirements: accredited programmes, unpaid work, drug treatment, supervision, specified activities etc...
- Number of non custody non court order sentences

- **Youth demand:**

- Number of under 2 year custodial convictions
- Number of custody months for under 2 year custodial convictions
- Number of community orders and suspended sentence orders
- Number of non custody non court order sentences

| Research questions

1. What actions did local partners take to reduce crime, re-offending and demand on the criminal justice system?
2. Did these changes contribute to better criminal justice system outcomes and if so, how and in what way?
3. Were there any unintended consequences/impacts on other areas of the criminal justice system and/or crime in the area (neighbouring areas), and/or were any perverse incentives created?
4. What were the perceived strengths and weaknesses of the project as implemented?
5. What lessons can be learned to inform the development of policy in relation to payment by results, local commissioning of services and reducing reoffending, and what are the implications for policy?

| Methodology - *Process evaluation*

- **Document review** across each 3 phases: minutes of meetings, business plans, committee reports
- **Interviews, workshops, focus groups** across 3 phases of the evaluation with senior managers, middle managers; front line staff: local authority; police, probation, voluntary and community sector (VCS) agencies;
- **Theory of change** in phase 1
- **System mapping** in phase 2
- **Analysis of quantitative data** in final phase of evaluation based on Year 1 and 2 LJR data and other context data

1. What actions did local partners take to reduce crime...?

What did the sites do in Year 1 - **Additionality**

- **Hackney, Lambeth, Southwark** – IOM (was going to happen anyway)
- **Lewisham** – *PbR commissioned non-statutory IOM scheme*
- **Croydon** – *Intensive Supervision Model*; IOM (planned before LJR pilot)
- **Greater Manchester:**
 - *Diversion to more (cost) effective measures framework based on points of transition: arrest, sentence, release, transition between youth and adult CJS*
 - *Small scale pilots: conditional cautioning for alcohol and mental health; conditional cautioning for women offenders; women's custody triage; women's attendance centres; neighbourhood justice panels*
 - *Roll out of street restorative justice; roll out custody triage for young people*

What did the sites do in Year 2 (that was **different to Year 1**)?

- **Hackney, Lambeth, Southwark** – continuation of IOM (supported in part by Year 1 reward funding in Hackney and Southwark) – ***change to IOM provider for non-statutory offenders*** (Hackney)
- **Lewisham** – continuation of PbR commissioned non-statutory IOM scheme
- **Croydon** – continuation of Intensive Supervision Model (Scale)
- **Greater Manchester:**
 - Continuation of work on points of transition: arrest, sentence, release, transition to between youth and adult
 - ***Commissioning framework and further integration with ‘Public Service Reform’ programme (principally for adult)***

How did **Greater Manchester** *allocate* their Year 1 funding?

Year 1 payment (£000)	Intervention/process funded by the reward payment which commenced during Year 2 of the pilot		Intervention/process funded by the reward payment which were due to commence after the pilot had ended	
	Intervention/process	Amount allocated (£000)	Intervention/process	Amount allocated (£000)
2,670	Transforming Justice Programme Manager	52	Full scale roll out of Intensive Community Orders (ICO) across Greater Manchester in line with Public Service Reform Principles.	1876
	Transforming Justice Business Development Manager (part time)	23	Development of a whole system approach for women offenders	500 (over 2 years)
	Local Criminal Justice Board analyst (part time)	10		
	HMP YOI Hindley Resettlement Project Manager	53		

How did Southwark allocate their Year 1 funding?

Year 1 payment (£000)	Intervention/process funded by the reward payment which commenced in Year 2 of the pilot		Intervention/process funded by the reward payment but were due to commence after the pilot had ended	
	Intervention/process	Total amount allocated* (£000)	Intervention/process	Total amount allocated* (£000)
514	Probation officer as part of IOM team	200	Mental health worker as part of IOM team	70.9
	Offending profiles analyst	61.7	Contribution to cross borough prison based employment worker	12.5
	Lease car for IOM team	27.5	Campaign to increase uptake of domestic abuse support services	3.4
	IOM part time administrator	14.9	Community garden for offenders to learn work skills	5
	Contingency Fund to pay for example first night packs for prisoners discharged from prison	21		
	IOM leaflets, domestic abuse campaign, alcohol awareness campaign	18		
	IOM business planning	1.06		
	Employment agency for offenders	53.86		
	Mental health provision for young people involved in gangs and violence	20.7		
	YOT service user participation	30		
	Facilitating employability of young people	20		

How did **Lewisham and Hackney** *allocate* their Year 1 funding ?

Site	Year 1 payment (£000)	Intervention/process funded by the reward payment which commenced in Year 2 of the pilot		Intervention/process funded by the reward payment but were due to commence after the pilot had ended	
		Intervention/process	Amount allocated (£000)	Intervention/process	Amount allocated (£000)
Lewisham	249			Community Asset legacy scheme to develop work programmes for offenders and other excluded groups	80
				Functional family therapy for young offenders	169
Hackney	189	IOM Co-ordinator	?		
		Housing worker with a focus on IOM cases	?		

| Rationale for reward payment spend

- Maintaining/sustaining IOM

“...desire not to do one off pilot projects that end up orphaned...” (VCS)

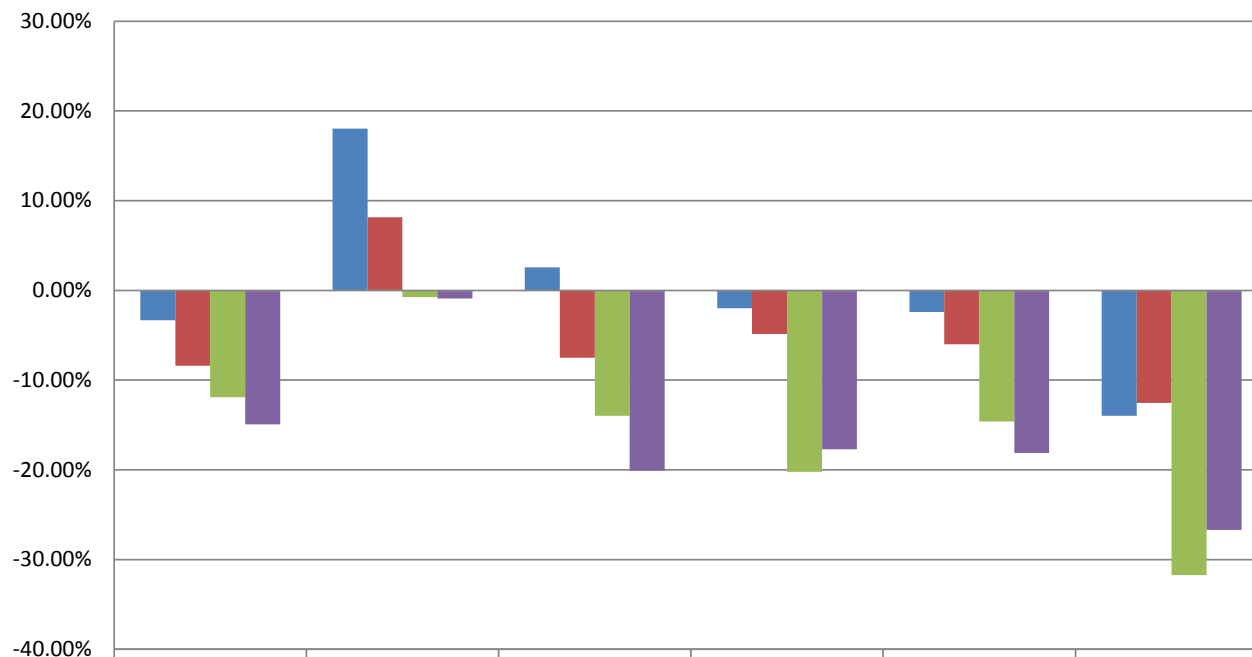
- Sustainability – self funding; delivered by ‘internal staff’
- Sustainable delivery models (evidence and CBA)/Response to Transforming Rehabilitation - business as usual to be continued by prime providers

“...we thought back then we would never get any more reward grant...” (Local authority)

2. Did these changes contribute to better criminal justice outcomes, how and in what way?

Did the sites achieve the adult demand reduction target?

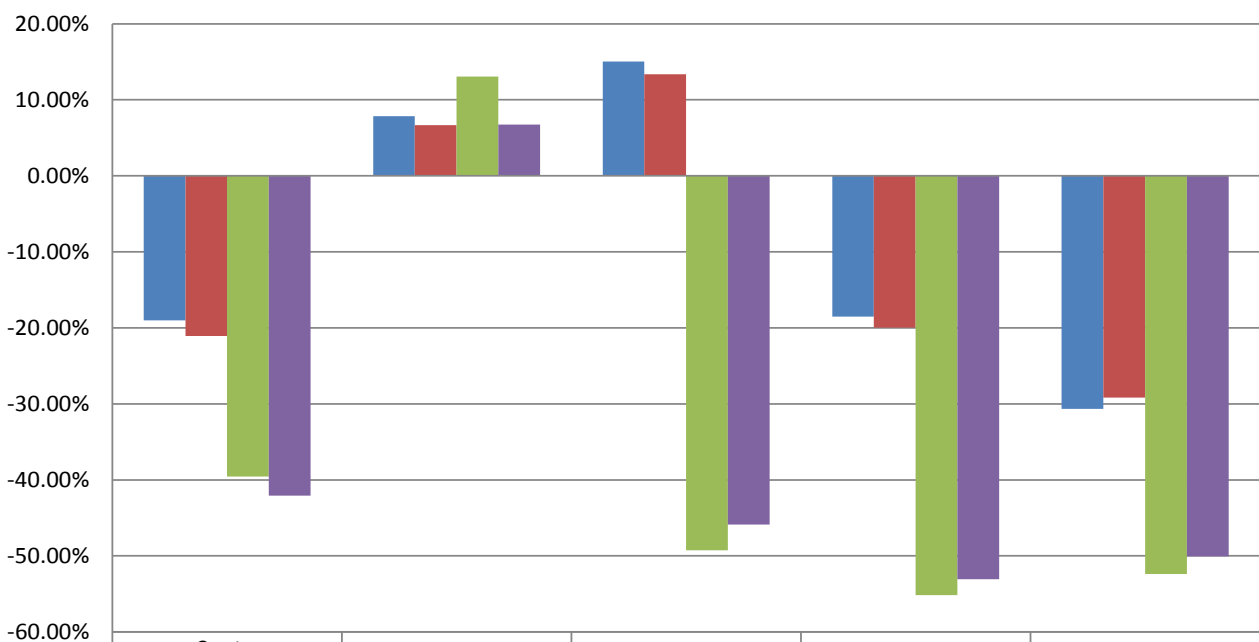
Change in Adult Costs from Baseline Year to Project Years 1 and 2



■ Total Adult Monetary Value excl. non-custody and non court order sentences and curfews - Year1	-3.31%	18.04%	2.56%	-1.97%	-2.41%	-13.96%
■ Total Adult Monetary Value incl. non-custody and non court order sentences and curfews- Year 1	-8.39%	8.14%	-7.51%	-4.86%	-5.99%	-12.54%
■ Total Adult Monetary Value excl. non-custody and non-court order sentences and curfews - Year 2	-11.91%	-0.75%	-13.97%	-20.23%	-14.62%	-31.73%
■ Total Adult Monetary Value incl. non-custody and non-court order sentences and curfews - Year 2	-14.93%	-0.89%	-20.10%	-17.72%	-18.12%	-26.68%

Did the sites achieve the youth demand reduction target?

Change in Youth Costs from Baseline Year to Project Year 1 and 2



	Greater Manchester	Croydon	Lambeth	Lewisham	Southwark
Total Youth Monetary Value excl. non-custody and non court order sentences - Year 1	-19.00%	7.86%	15.02%	-18.51%	-30.68%
Total Youth Monetary Value incl. non-custody and non court order sentences - Year 1	-21.07%	6.67%	13.36%	-19.95%	-29.17%
Total Youth Monetary Value excl. non-custody and non-court order sentences - Year 2	-39.56%	13.05%	-49.27%	-55.17%	-52.36%
Total Youth Monetary Value incl. non-custody and non-court order sentences Year 2	-42.09%	6.73%	-45.88%	-53.05%	-50.04%

Perception of how sites impacted on the outcome measure (Year 1)

“...probably very little of what we’ve done in local areas has had any impact on demand reduction, that’s been more by some other variables than what local authorities and local partnerships have done.” (Local authority)

“...I didn’t see much coming out of a lot of these initiatives that have warranted that first year’s FIM [payment]...” (Probation)

“...the big thing for us... is around the other convictions and the huge reductions in summary motoring offences...” (Analyst)

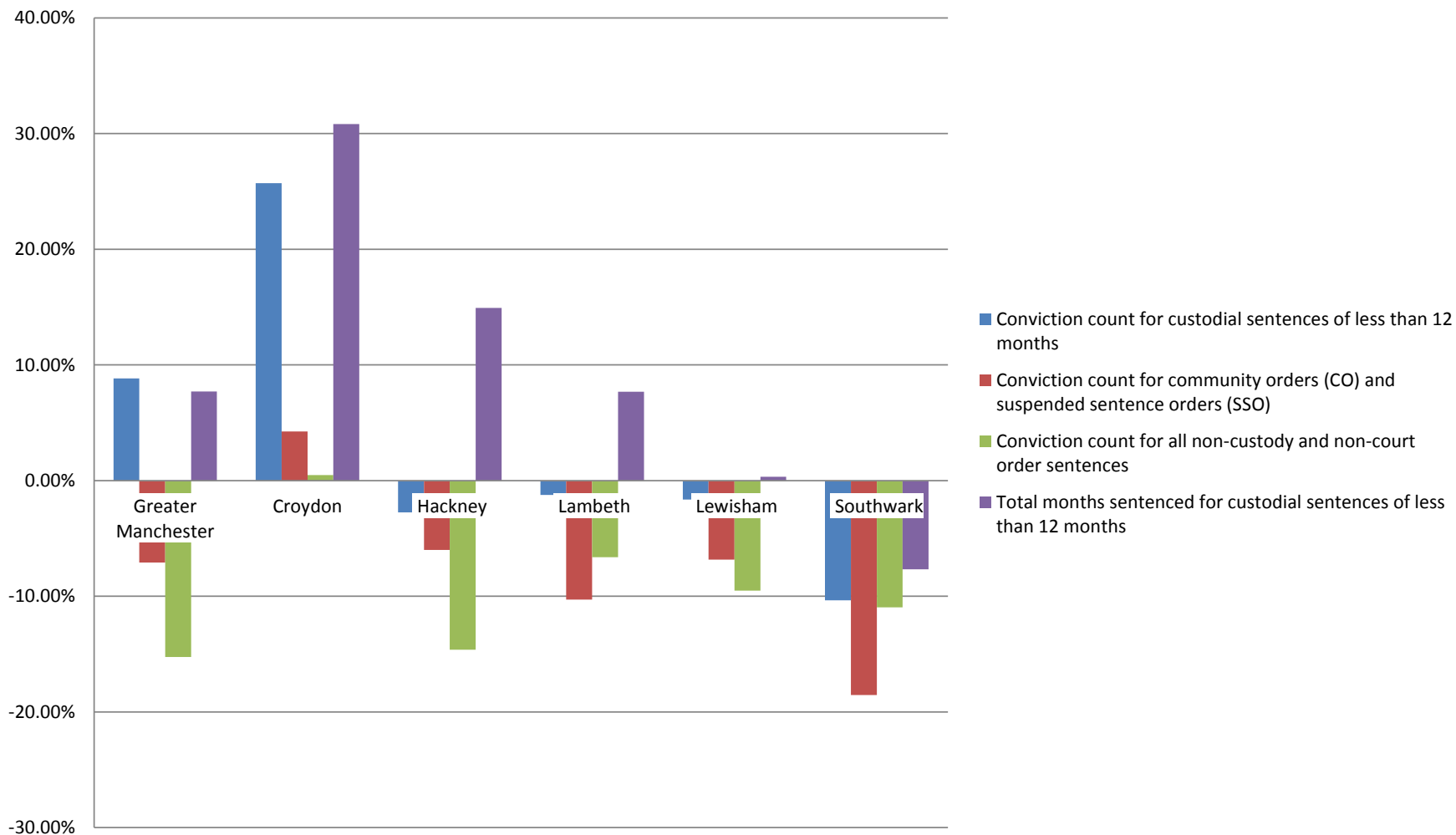
“significant reduction in crime...none of the initiatives we’ve introduced are a killer punch that explain the whole thing...” (Police)

“I don’t think anyone’s made an investment decision that says ‘if we reinvest some of our money into this delivery we will reduce demand on the system by X and consolidate our ability to get a payment in year two’, cos I think its so complicated to work out...what they’re delivering to is what can broadly be described as the right thing”

(Local authority)

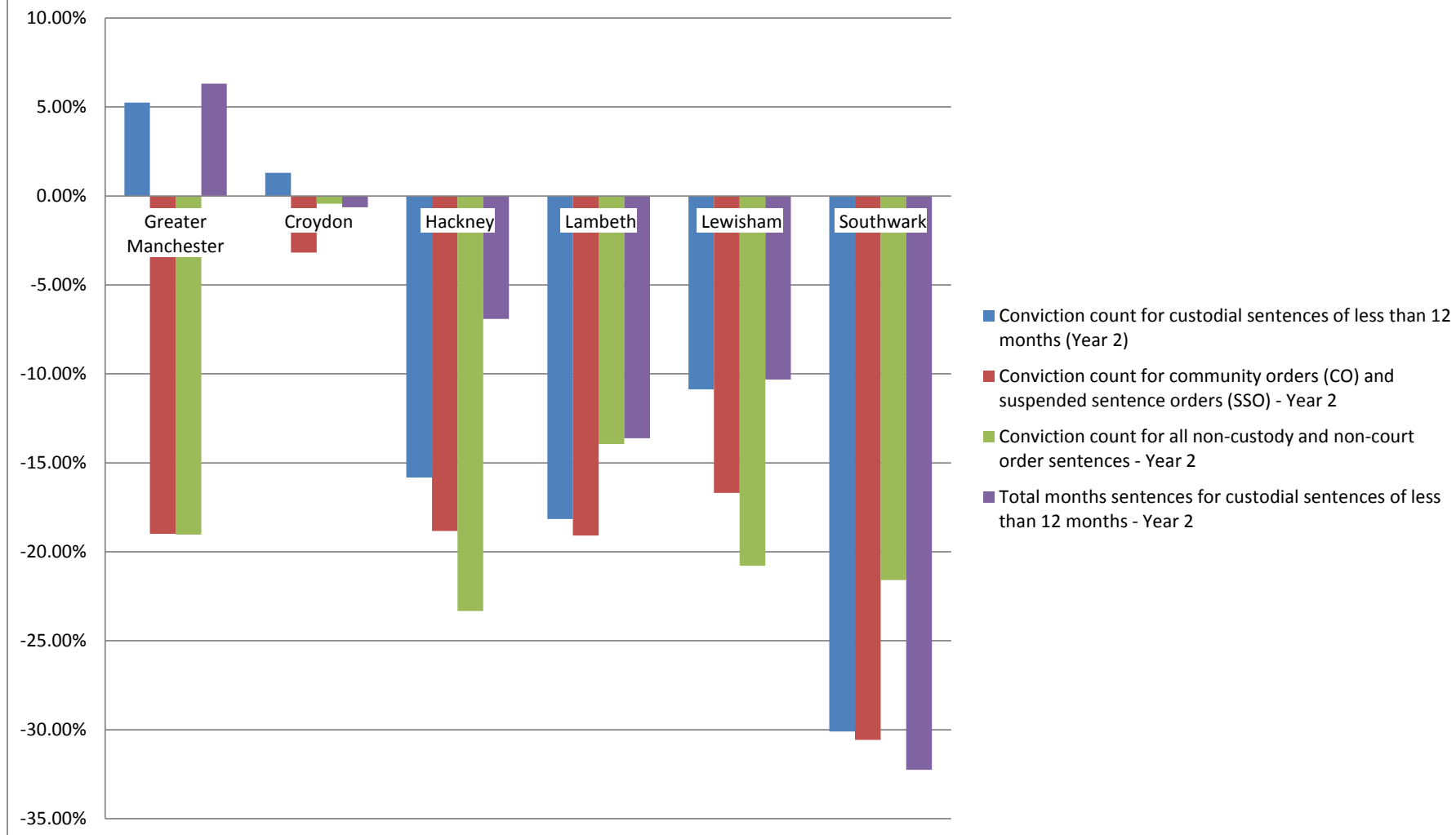
What change occurred in the metrics that the sites *may have* impacted on in Year 1?

**Change in Use of Adult Custodial and Non-custodial sentences
from Baseline to Project Year One**

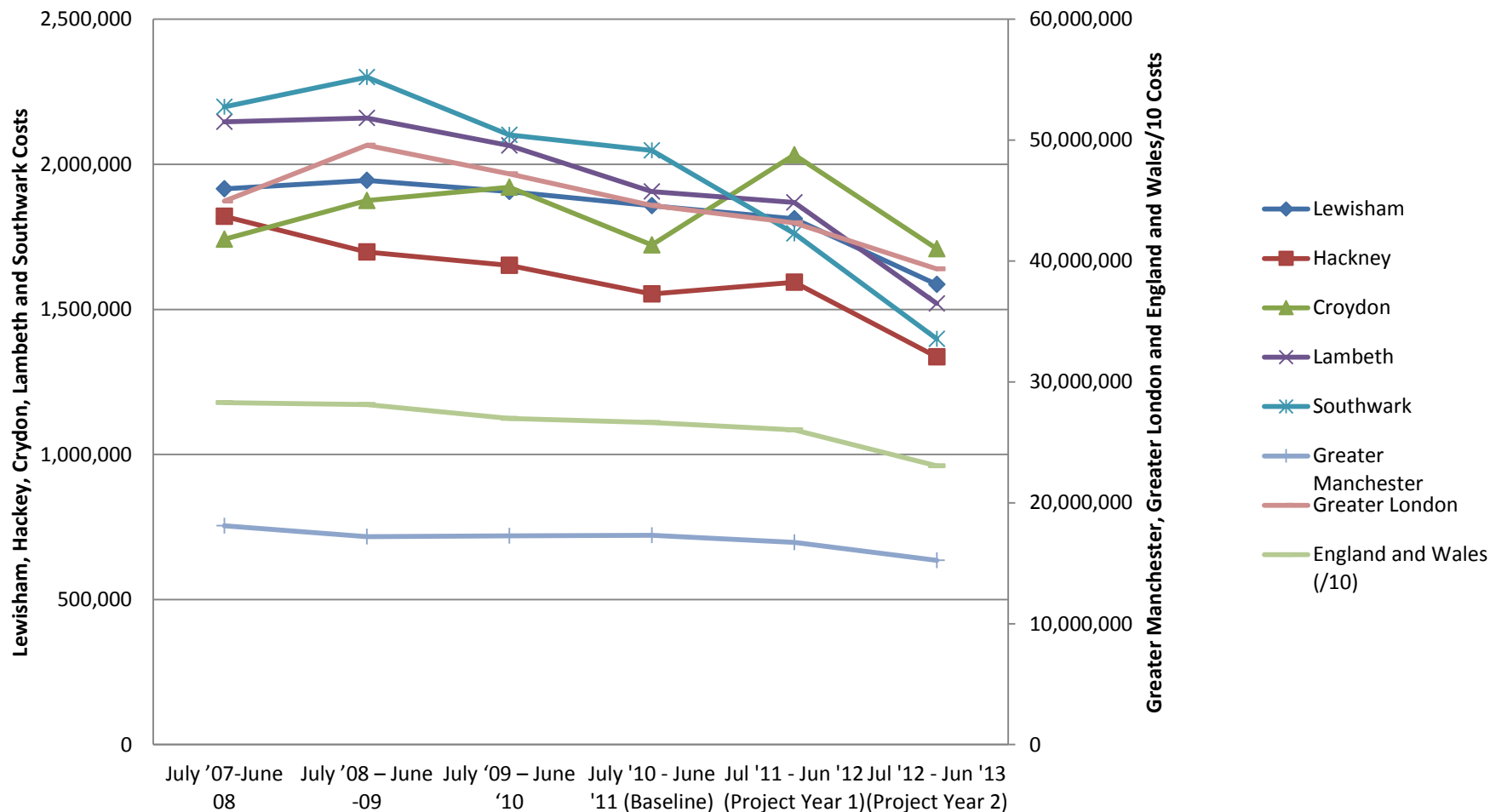


What change occurred in the metrics that the sites *may have* impacted on in Year 2?

**Change in Use of Adult Custodial and Non-custodial sentences
from Baseline to Project Year Two**



Changing Total Costs for Adults July2007-June2013: excluding Costs for Conviction count for all non-custody and non- court order sentences and curfew costs



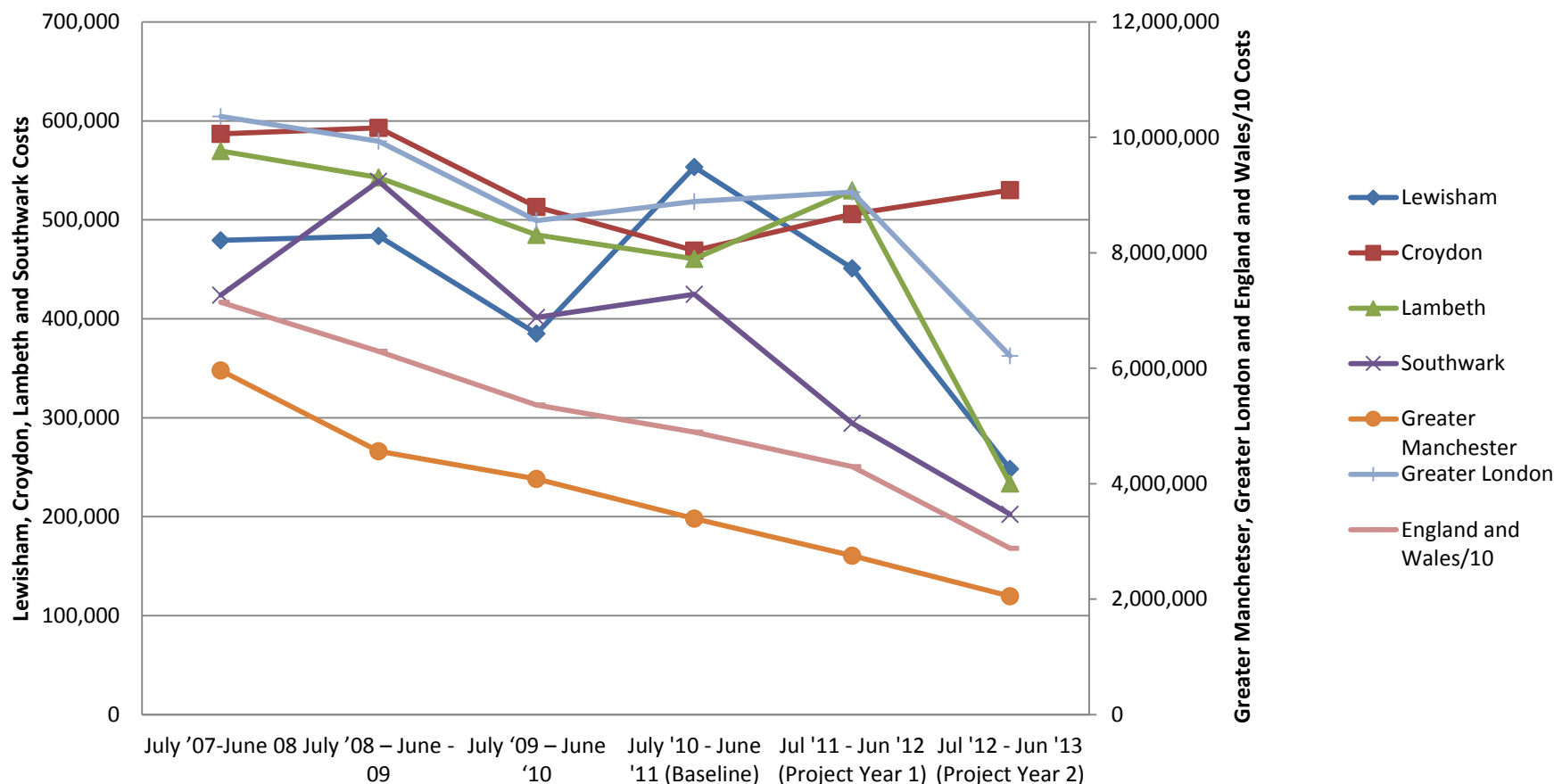
N.B. Greater Manchester , Greater London and England and Wales figures are plotted against the right hand axis. England and Wales figures are divided by 10 in order to fit on the graph.

Are the changes in the costs of adult demand part of a trend?

Changing Total Costs for Adults from Baseline to Project Years One and Two: excluding Costs for Conviction count for all non-custody and non-court order sentences and curfew costs

Adult	Excluding Costs for Conviction count for all non-custody and non-court order sentences and curfew costs								
	July '07- June 08	July '08 – June -09	July '09 – June '10	July '10 - June '11 (Baseline)	Jul '11 - Jun '12 (Project Year 1)	Jul '12 - Jun '13 (Project Year 2)	% change Baseline to Project Year 1	% change Baseline to Project Year 2	Standard Deviation July07- Jun10
Lewisham	1,915,557	1,944,361	1,906,143	1,857,080	1,812,350	1,585,570	-2.41%	-14.62%	0.85%
Hackney	1,820,916	1,697,938	1,651,729	1,553,350	1,593,180	1,336,400	2.56%	-13.97%	4.14%
Croydon	1,742,062	1,875,324	1,920,689	1,721,970	2,032,640	1,709,140	18.04%	-0.75%	4.11%
Lambeth	2,146,228	2,159,227	2,064,418	1,906,080	1,868,460	1,520,530	-1.97%	-20.23%	1.98%
Southwark	2,197,707	2,300,501	2,101,803	2,047,770	1,761,850	1,398,020	-13.96%	-31.73%	3.69%
Greater Manchester	18,106,941	17,193,305	17,268,751	17,307,980	16,734,520	15,247,350	-3.31%	-11.91%	2.36%
Greater London	44,961,816	49,588,222	47,222,307	44,591,736	43,162,114	39,352,550	-3.21%	-11.75%	4.89%
England and Wales	282,941,909	281,260,407	269,781,991	266,405,159	260,282,187	230,610,190	-2.30%	-13.44%	2.10%

Changing Total Costs for Youth July2007-June2013: excluding Costs for Conviction count for all non-custody and non-court order sentences



N.B. Greater Manchester , Greater London and England and Wales figures are plotted against the right hand axis. England and Wales figures are divided by 10 in order to fit on the graph.

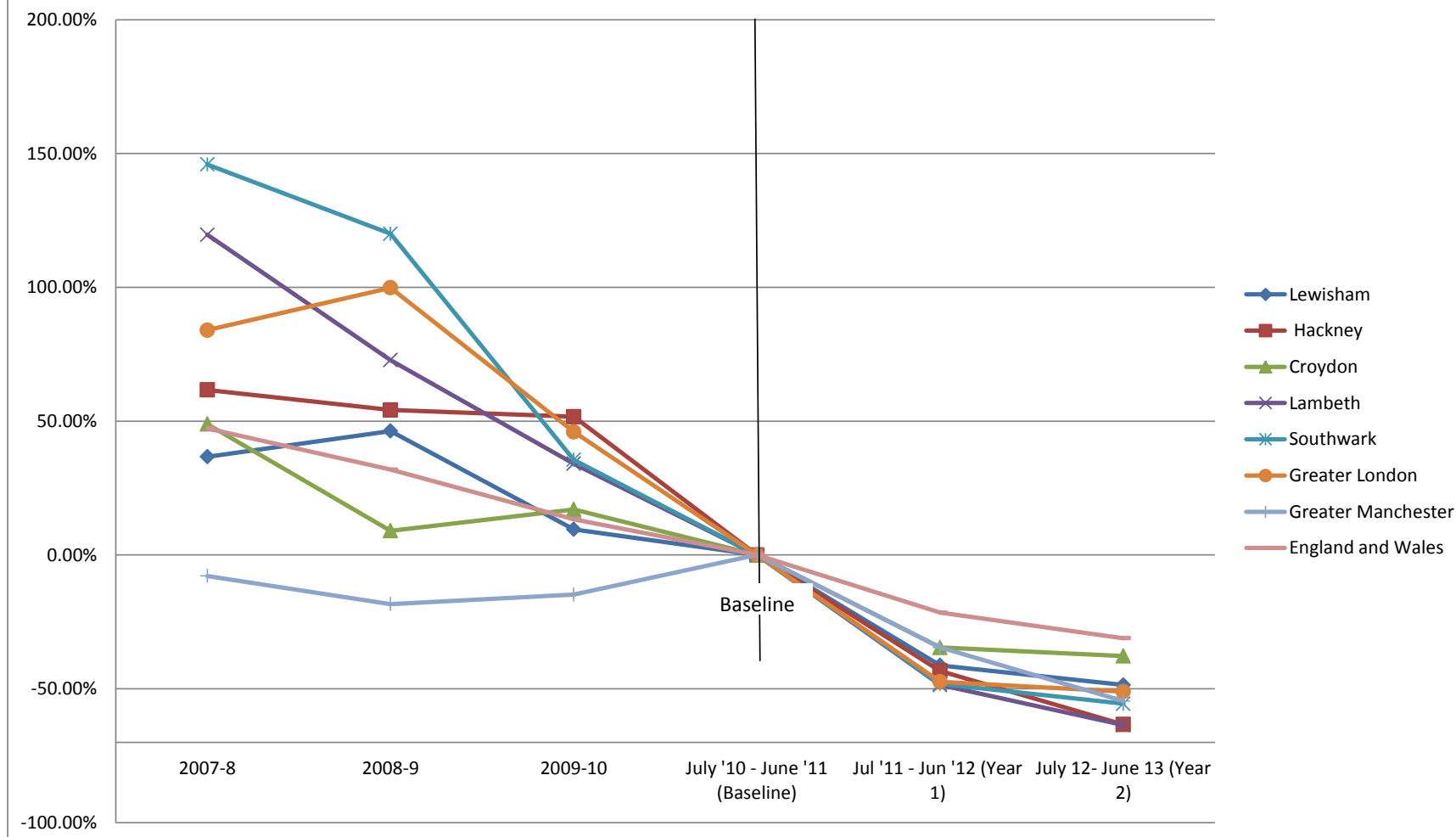
Are the changes in the costs of youth demand part of a trend?

Changing Total Costs for Youth from Baseline to Project Years One and Two: excluding Costs for Conviction count for all non-custody and non-court order sentences

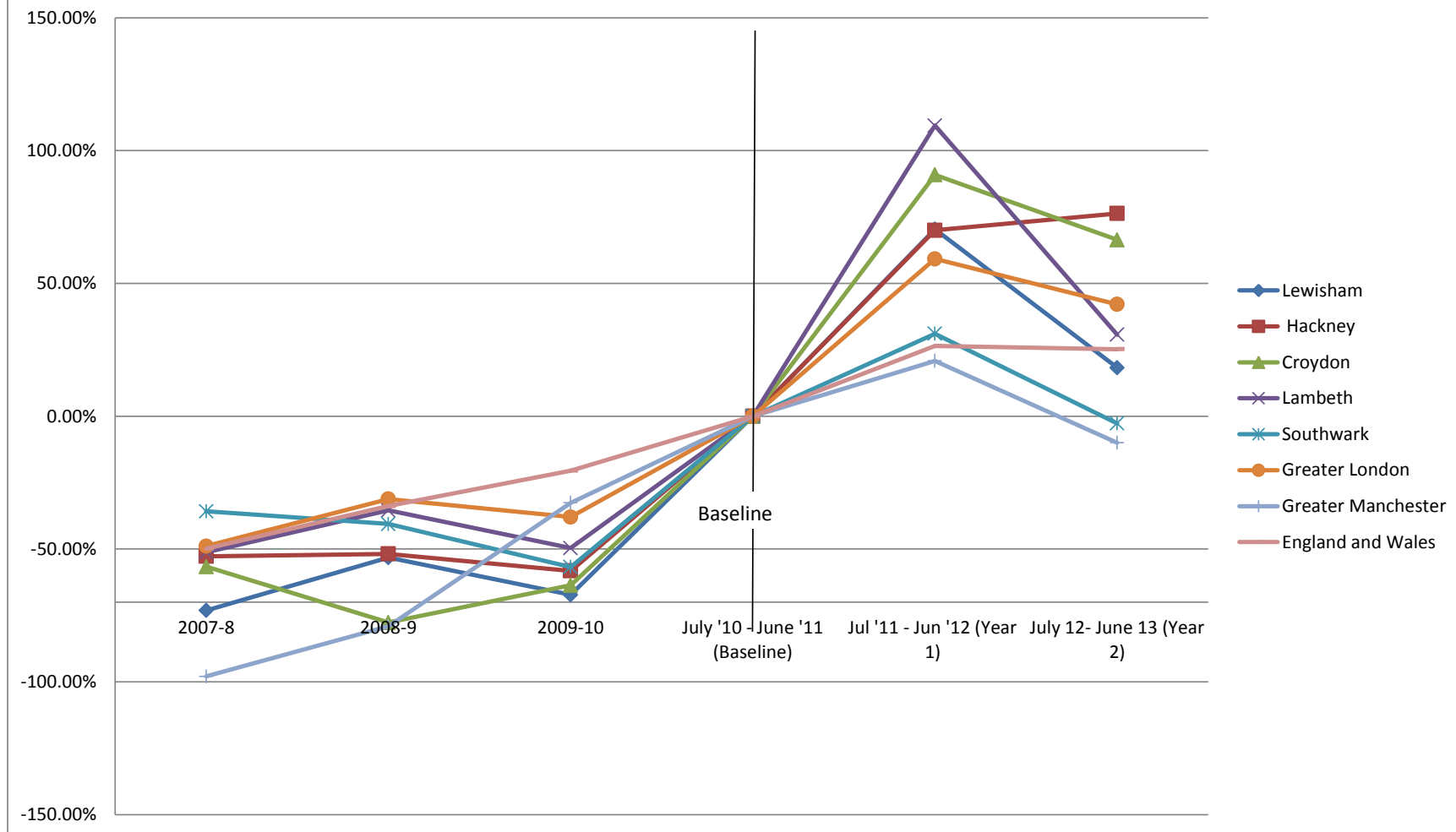
Youth	Excluding Costs for Conviction count for all non-custody and non-court order sentences								
	July '07- June 08	July '08 – June -09	July '09 – June '10	July '10 - June '11 (Baseline)	Jul '11 - Jun '12 (Project Year 1)	Jul '12 - Jun '13 (Project Year 2)	% change Baseline to Project Year 1	% change Baseline to Project Year 2	Standard Deviation July07- Jun10
Lewisham	479,173	483,615	384,936	553,410	450,990	248,120	-18.51%	-55.17%	10.13%
Hackney									
Croydon	586,861	593,017	512,972	468,940	505,820	530,160	7.86%	13.05%	6.45%
Lambeth	569,635	542,664	484,696	460,640	529,830	233,680	15.02%	-49.27%	6.66%
Southwark	423,858	538,916	401,376	424,810	294,490	202,360	-30.68%	-52.36%	13.25%
Greater Manchester	5,959,732	4,563,810	4,084,053	3,395,660	2,750,350	205,2220	-19.00%	-39.56%	16.34%
Greater London	10,361,543	9,934,042	8,556,462	8,889,098	9,052,197	621,6240	1.83%	-30.07%	2.11%
England and Wales	71,433,957	62,926,453	53,612,084	48,957,683	42,964,548	28,795,120	-12.24%	-41.18%	11.62%

Are the changes in the use of
probation requirements part of a
trend?

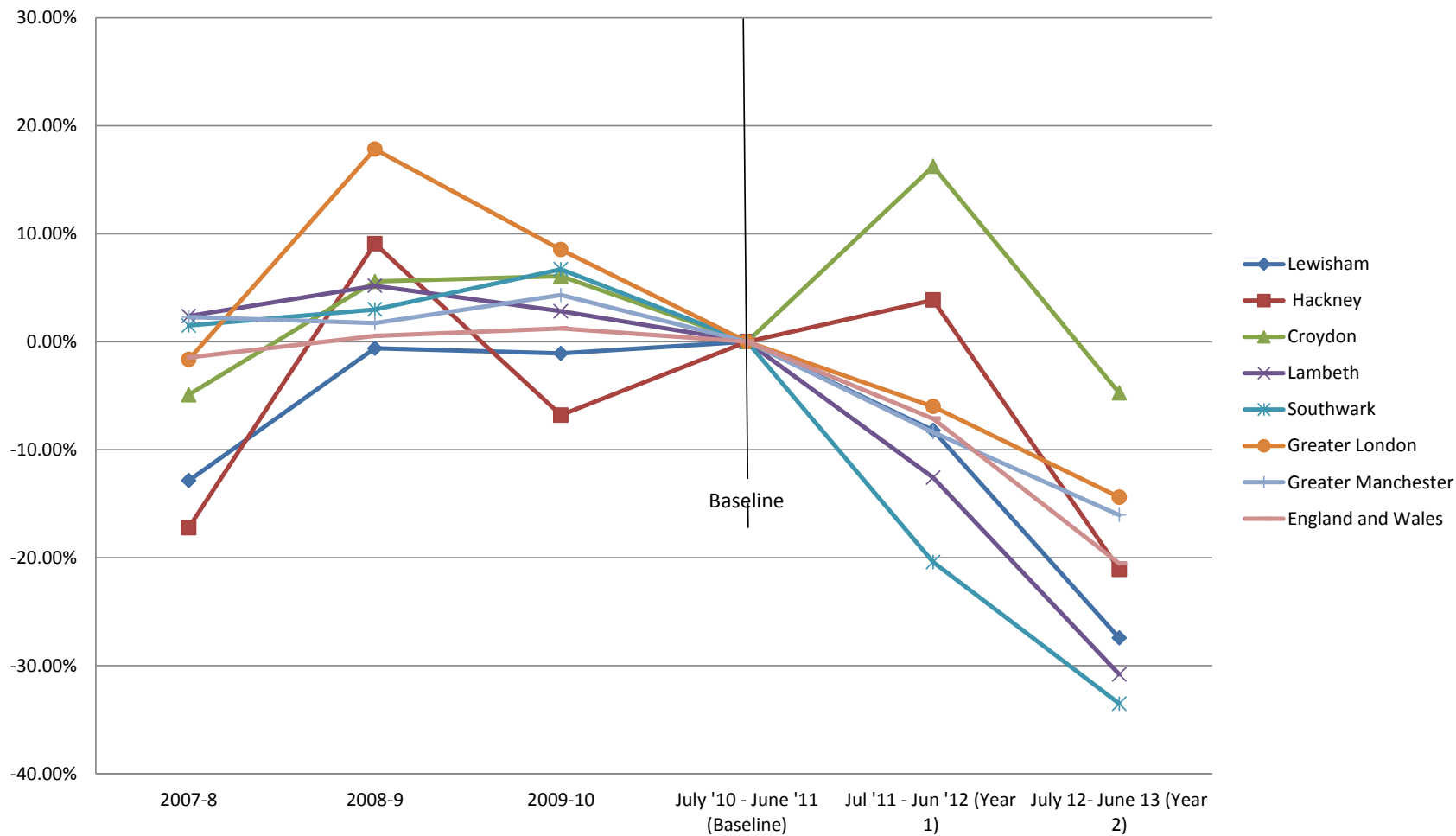
**Percentage change in number of accredited programmes used in Project
Years 1 and 2 compared to baseline year**



**Percentage change in number of specified activities used in
Project Years 1 and 2 compared to baseline year**



**Percentage change in number of unpaid work requirements used in Project
Years 1 and 2 compared to baseline year**



Can part of the change in the costs
of demand be attributed to
deadweight?

| Local Justice Reinvestment – Year 1 & 2 results

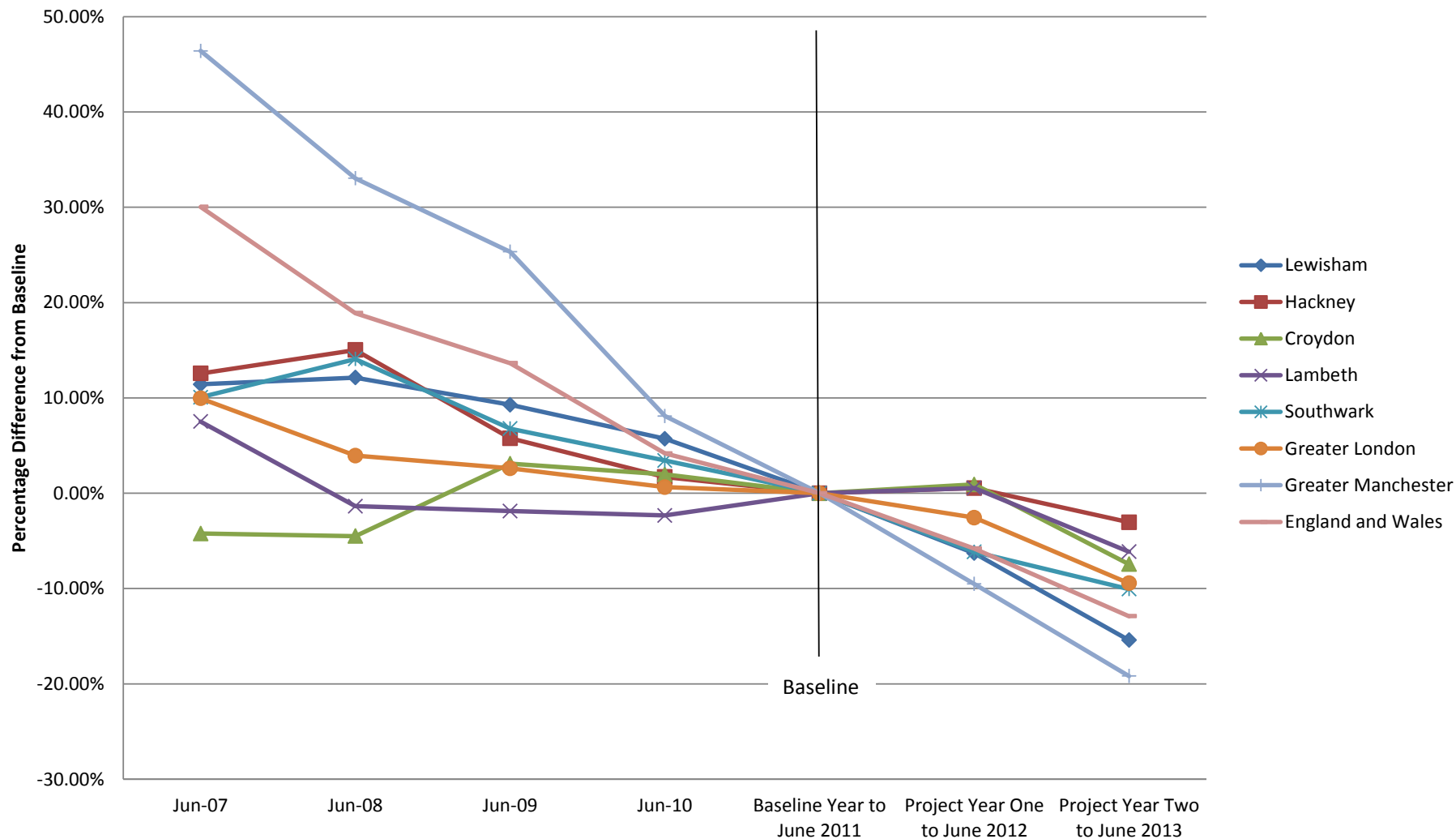
	Change in demand (adult) Yr 1 (%)	Change in demand (youth) Yr 1 (%)	Change in demand (adult) Yr 2 (%)	Change in demand (youth) Yr 2 (%)
Greater Manchester	-8.4	-21.1	-14.9	-42.1
Southwark	-12.5	-29.2	-26.7	-50
Lewisham	-6	-20.0	-18.1	-53.1
Hackney	-7.5	n/a	-20.1	n/a
Croydon	8.1	6.7	-0.9	6.7
Lambeth	4.9	13.4	-17.7	-45.9
England and Wales	-4.5	-13.0	-10.5	-36.8
London	-5.1	0.1	-13.4	-28.3

Estimating the level of deadweight using Greater London and England and Wales and assessing change from Year 1 to Year 2

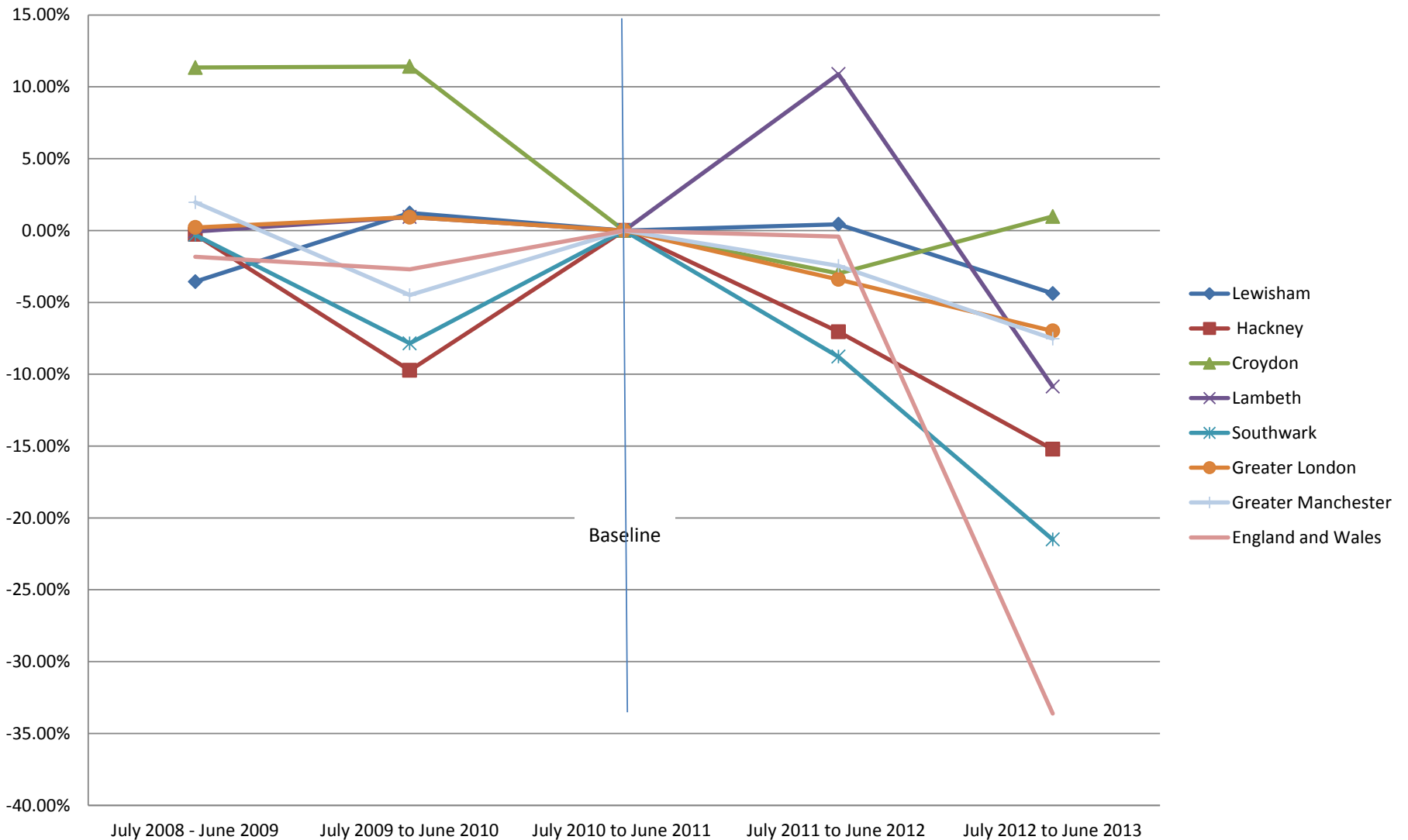
Metric: Total Adult Monetary Value excl. non-custody and non court order sentences and curfews	Greater Manchester	Croydon	Hackney	Lambeth	Lewisham	Southwark
Baseline to Yr 1 change	-3.31%	18.04%	2.56%	-1.97%	-2.41%	-13.96%
Baseline to Yr1 change minus Greater London deadweight	N/A	22.02%	6.54%	2.00%	1.57%	-9.99%
Baseline to Yr1 change minus E&W deadweight	-1.01%	20.35%	4.87%	0.33%	-0.10%	-11.66%
Baseline to Yr 2 change	-11.91%	-0.75%	-13.97%	-20.23%	-14.62%	-31.73%
Baseline to Yr2 change minus Greater London deadweight	N/A	9.68%	-3.54%	-9.80%	-4.19%	-21.30%
Baseline to Yr2 change minus E&W deadweight	1.51%	12.67%	-0.55%	-6.81%	-1.21%	-18.31%
Yr1 to Yr2 change	-8.89%	-15.92%	-16.12%	-18.62%	-12.51%	-20.65%
Yr1 to Yr2 change minus Greater London deadweight	N/A	-10.40%	-10.60%	-13.11%	-7.00%	-15.14%
Yr1 to Yr2 change minus E&W deadweight	2.49%	-4.54%	-4.75%	-7.25%	-1.14%	-9.28%

3. Were there any unintended consequences/impacts on other areas of the criminal justice system and/or crime and/or were any perverse incentives created?

Total Recorded Crime: comparing baseline with Project Years One and Two



Percentage change in Adult Rate of Re-offending compared to Baseline Year



4. What were the perceived strengths and weaknesses of the project as implemented...?

Strength - changes in approaches to the CJS

- **Whole system approach to the CJS (in one site)**– *“we’ve created some good business cases around points of arrest, sentence and release” (Probation)*
- **Development of new service delivery models (in one site)** with the intention of scaling up: IAC/ICO; Women Offenders; Triage for YP and women offenders
- **Focus on non-statutory offenders** as part of IOM (delivered through VCS and/or probation) foreshadows Transforming Rehabilitation
- *“...we can’t give you that cause and effect...it’s given us a focus to reflect on what we’re doing...” (Local authority)*

Strength - changes and learning about commissioning

Joint investment models and use of CBA – Influenced by PSR processes. Some concerns about complexity of the model (in part due to PSR): “...*the more complexity you add to the investment model the harder it is to do anything and you end up paralysed through the need to satisfy so many requirements...*” (VCS) Level of proof required before investment takes place

Use of reoffending as an outcome measure - “...*we’re very clear that we’d probably never do PbR for that outcome of reducing reoffending...*” (Local authority)
– difficulties of accessing and complexities of using PNC data

Influencing future commissioning (DIP) – “...*we’re keen to ensure that we include, at least consider if not include a measure of payment by results and ...there must be no-one, or very few people that would be on our drug and alcohol cohort that is not part of our offender management regime...*”
(Local authority)

Strength – operational benefits

- **Developing working relationships** - “...an opportunity to bring lots of different people with an interest within the system together...” (*Local authority*)
- **Improved knowledge and understanding** – “...for courts, for prisons, for themselves they’ve got that evidence base and information to say ‘if we could do this at this stage then we could divert and reduce demand’...” (*Probation*)
- **Operational improvements and successes** – “...the diversion of people entrenched in a criminal lifestyle and actually being able to work with them, with partners to get them to face their own personal issues to reduce reoffending...a large number of them ended up, they went back to crime but there were a number of notable successes...” (*Police*)

| **Strength/weakness – benefiting from and managing the impact of other policies and initiatives**

- **PCCs** – Chairperson and co-commissioner for LJR legacy; IOM supported through MOPAC funds
- **Implementing a new policing model** - “...it’s more about them trying to understand how it fits with the wider policing model...the first drafting...didn’t have IOM in it at all...” (Local authority)
- **Responding to a dynamic policy environment** – “...life’s so busy, there are so many things we have to do and so many projects, things have moved on it [the pilot] was still there but we had other developments...” (Probation)
- **Differing operational priorities** - “...police were looking at it in terms of are you going to be a repeat offender and probation would look at it and say is there a risk here to the individual or someone else...the two measurements were coming up with different people” (Local authority)

| Strength/weakness – **scale**

- **Benefits of a large geographical area and co-terminosity** – Same footprint for PSR reform and regional ambition; co-terminosity of key criminal justice agencies; analysis and CBA capability;
- **Size of ambition and complexity** – a perceived *“loss of momentum”* – *“...you had some PSR teams and CSPs really chomping at the bit to move the work forward, we actually lost of lot that drive and even those that were once the forerunners in terms of we want to get on with this, they are now the ones right at the back...”* (Probation)

Weakness – use and access to data

- **Perceived limitations about what the data can explain** – *“I struggle in terms of the results...there isn’t an explanation, so why did Southwark do so well, why did Croydon do so badly?” (Local authority)*
- **Time lag for data and type of data available**
- **Capacity at the centre to provide data** - *“...when people are asking for data...and you don’t have the capacity to do it, you really stifle your ability to understand, so then no-one understands what went on cos the data wasn’t available...that feels like a big flaw in the whole thing...” (Local authority)*
- **Being able to validate local data with national data** – e.g. not all curfew requirements are known to probation

| **Weakness – concept/design of the pilot**

- **Clarity about the aim of the pilot** - “...*there wasn’t an intellectual narrative that ran through it and said ‘this is the aim, this what we want you to try and achieve and therefore you can target your work to that’...*” (Local authority)
- **Not being held to account** – “...*nobody was held to account in the way I would have expected a pilot, not in a nasty way but holding people to account for what they’re doing as part of a pilot.*” (Local authority)
- “...*we could be getting rewarded when we don’t necessarily deserve to be rewarded...*” (Local authority)

5. What lessons can be learned to inform the development of policy in relation to PbR, local commissioning of services and reducing reoffending, and what are the implications?

| Learning about PbR

- **Data capability and capacity** - *“...every layer of the PbR model needs to have resource in there for data management and analysis, particularly at the point where you’ve got the commissioner and prime contractor, there needs to be some really robust analytical resource in there for contract management...”* (Probation)
- **Market development** – *“...we didn’t give it enough time to develop the market so the people we got come forward were probably limited in terms of our scope but also I don’t think they fully understood the PbR payment mechanism...”* (Local authority)
- **Ability to influence the outcome** – *“Part of the issue of the pilot is the extent to which local agencies can have control over demand and clearly if there are things that are being counted that you have no control over that makes it difficult...”* (Probation)

Questions?